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**Report of the Peacebuilding Commission**

**Prevention of armed conflict**

**New Partnership for Africa's Development: progress in implementation and international support: causes of conflict and the promotion of durable peace and sustainable development in Africa**

**Question of equitable representation on and increase in the membership of the Security Council and related matters**

# Summary report on the 2012 parliamentary hearing

## Note by the President of the General Assembly

The present document contains a summary of the 2012 parliamentary hearing, which is circulated pursuant to General Assembly resolution 63/24.

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# Parliamentary hearing at the United Nations: summary and main conclusions

1. The 2012 parliamentary hearing was held at United Nations Headquarters on 6 and 7 December. It was organized jointly by the Inter-Parliamentary Union and the Office of the President of the General Assembly and brought together nearly 200 members of parliament from 55 countries to discuss the theme "A road less travelled: Parliamentary approaches to conflict prevention, reconciliation, and peacebuilding".[1] The purpose of the hearing was to establish the role that parliaments can and often do play in the various stages of conflict and post-conflict management, against the backdrop of the work of the United Nations as the premier global organization mandated to deal with such issues.[2]

2. The present report reflects the main findings of the hearing with regard to the role that national parliaments, the United Nations and other organizations can play in conflict prevention, reconciliation and peacebuilding, highlighting institutional challenges as well as appropriate and effective approaches to those processes.[3]

## Examining the concepts: conflict prevention, reconciliation and peacebuilding

3. The United Nations plays a crucial role in preventing conflict and building stable societies. Since the 1990s, the number of violent conflicts has declined by 40 per cent, due partially to the engagement of the international community.

4. National ownership increases the chances of successful conflict resolution followed by a stable and lasting peace. To that end, parliaments play a crucial role in their function as the main legislative body that establishes the legal framework for the implementation of peace agreements, oversees executive action and serves as the essential bridge between the people and the executive. Conflicts all too often occur in countries with weak parliaments, and conflict situations tend to further weaken existing parliamentary structures. Thus, effective conflict management regularly requires measures to strengthen parliament.

5. Conflict management entails three different processes: conflict prevention, reconciliation, and peacebuilding. Conflict prevention refers to action that addresses the threat of the imminent eruption of violence in societies in which conflict is lingering, and triggers — such as irregular elections — that may lead to violence or its recurrence. Reconciliation refers to the process of rebuilding trust among the people through measures such as truth and reconciliation commissions, tribunals and awareness-raising. Peacebuilding entails a multifaceted and integrated approach to institution-building, development and other aspects that must normally go hand-in-hand in order to secure stability in the long term.

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[1] See annex I for an overview of the topics that were discussed during the two-day event and the list of participants.

[2] Given the complex nature of the United Nations, the hearing did not dwell in any detail on the roles played by the various departments, funds and programmes in support of these efforts. For instance, while some references were made to United Nations peacekeeping missions, the hearing did not examine the work of the Department of Peacekeeping Operations.

[3] The hearing experimented with different debate formats in order to facilitate greater interaction between participants and the audience. A full summary of the findings of the round-table discussions of members of parliament on issues that were addressed during the two-day hearing is provided in annex II.

6. These three different processes are not necessarily consecutively applied, and often they are interlinked. There is also considerable overlap between them in terms of the tools and approaches that can be utilized. However, for the purpose of understanding the different roles that parliaments and the international community can play in this domain, both individually and as partners, the three processes are examined in the present report as separate concepts.

# I. Conflict prevention

7. Conflict can exist in all societies, and it can be beneficial when it helps society evolve. Conflict over unequal access to political, social or economic resources, for example, can lead to measures that create more equal societies and thus provide the basis for more stable peace in the long run. However, conflict becomes problematic when institutions do not provide a platform for inclusive dialogue. Under those circumstances, triggers such as election irregularities can lead to the eruption of violence. Thus, conflict prevention mechanisms are not necessarily meant to stem conflict per se, but rather to prevent societal tensions from erupting into violence.

8. Violent conflict erupts when weak institutions are unable to manage the underlying inequalities and marginalization of ethnic and religious groups. In many cases, violence is triggered by events during the election cycle. Other triggers include competition over natural resources, as well as the spillover effects of conflicts in neighbouring countries, which can lead to an influx of easily available weapons. Examples of weak institutions were examined over the two-day hearing: political institutions that fail to establish effective mechanisms for checks and balances; weak political parties, which ultimately lead to political, social and economic inequality, politically biased electoral commissions and civil society institutions and media that are not truly independent.

9. The United Nations has several means through which it can assist in conflict prevention if all parties to the conflict display the political will needed to find a solution. Being perceived as a neutral entity, the United Nations is well equipped to provide a platform for inclusive dialogue. The promise of an inclusive solution is often a precondition for parties to the conflict to agree to sit around the negotiating table in the first place. However, some participants warned that the inclusion of all parties to the conflict, irrespective of their agenda, can delegitimize the process. In practical terms, the United Nations can promote inclusiveness in its support to peace processes, in particular in countries where it has deployed peacekeeping or political field missions. It can help facilitate negotiated settlements of conflict through United Nations-led mediation efforts. It can also help strengthen existing electoral institutions in order to prevent unnecessary delays and build trust among the general public in institutions such as electoral commissions. Furthermore, the United Nations can help prevent conflict by reducing the number of readily available weapons, as it did successfully in Côte d'Ivoire. Another way in which the United Nations can minimize the risk of violent conflict is by training national and communal negotiators and by sensitizing the police service, as was effectively done in Kenya.

> There is no magic formula and in most cases the failure of prevention is attributable to the lack of political will of those in conflict.
>
> Tayé-Brook Zerihoun
> Assistant Secretary-General for Political Affairs

10. The greatest challenge to conflict prevention is to ensure timely responses in order to provide a platform for dialogue before the outbreak of violence. Once violence has erupted, stabilizing society becomes much more challenging. United Nations intervention in the three cases that were examined in detail over the two days — conflict prevention in Kenya and Côte d'Ivoire and reconciliation and peacebuilding in Sierra Leone — was successful when it was timely and well thought out in advance.

11. In other cases, such as the current situations in the Democratic Republic of the Congo and Mali, delayed action by the United Nations has called into question the ability of the international community to respond effectively to such crises. This is seen most clearly through the action — or inaction — of the Security Council, whose decision-making structure can sometimes lead to decisions that are motivated by the political concerns of some members as opposed to the actual needs and the best interest of the countries (see box 1 below). The United Nations as a whole is diminished every time it fails to respond to a crisis because of the opposition of some Member States that are motivated by their own interests.

Box 1
**Would a more inclusive membership of the Security Council lead to greater global stability?**

The issue of Security Council reform as a basis for more democratic and effective decision-making was a recurring theme during the two-day hearing. On the second day, a special debate was held to further examine the critical issue of Council reform. The debate revolved around the question of whether a more inclusive membership of the Council would lead to greater global stability, and helped elucidate some of the reasons why such reform has yet to materialize. The current structure of the Council does not reflect present-day realities and lacks the necessary checks and balances. The number of Member States has increased from 51 when the Charter of the United Nations was signed in 1945 to 193 today. In all, 85 per cent of the cases that are discussed in the Council are in the African region, yet there is no single permanent African member on the Council. The debate then shifted to the concept of inclusiveness. Is inclusiveness achieved simply by increasing the number of Member States and by expanding geographic representation in the Council? Or can inclusivity be achieved by making the Council's working methods more transparent and accountable? Evidently, an increase in the number of Member States should not be proportional to the increase of Member States since 1945, which would render the Council ineffective as an executive body of the United Nations. Increasing, the number of permanent members may only solidify the current structure of privileges

(e.g. veto power). Instead, greater inclusivity might be achieved through more appropriate representation of the different regions of the world. Reform of the Council's working methods may lead to more inclusive cooperation and, ultimately, more inclusive outcomes. According to one proposal, the five permanent members should adopt commitments that include abiding by international law, not using their veto in certain cases such as genocide and not sanctioning pre-emptive strikes. Another proposal was that membership of the non-permanent members of the Council should not be limited to one term but should be open to re-election. In this way, the actions of Member States will be scrutinized and members will be encouraged to act in such a way as to fulfil the mandate of the Council. Ultimately, in order to achieve Council reform through an amendment to the Charter, two thirds of the world's parliaments will have to ratify it.

12. In order to facilitate timely preventive action, the United Nations has established a regional political presence in three regions — Central Asia, Central Africa and West Africa — to monitor developments and build anticipatory relationships with key regional stakeholders. Through its presence in fragile regions, the United Nations can facilitate a regional approach to conflict management.

13. Countries in the region tend to have a better understanding of local conflict dynamics and are often better placed to influence their course.

14. It should be noted that the impact of conflict prevention is often difficult to measure and rarely receives the attention that the failure to prevent or resolve conflict does. This is due to a number of reasons, including the fact that conflict prevention often entails closed-door negotiations and that conflicts that have not erupted into violence rarely receive the same level of attention as those that have turned violent. The case of Kenya, where international intervention helped stop the violence that erupted immediately after the 2007 presidential and parliamentary elections, represents one of the few instances in which the involvement of the international community was well publicized and acknowledged.

**Parliament's role in conflict prevention**

15. Where parliamentarians have established strong relations with their constituents, parliaments are well equipped to identify lingering and emerging grievances. As a result, parliamentarians can act as mediators for preventing conflict in a number of ways. Through ongoing communication with their constituents, parliamentarians can identify issues that need to be addressed in order to prevent conflict, such as a sense of relative deprivation and lack of representation. For example, a recent mission dispatched by the Kenyan Parliament to an area that had experienced political violence found that the violence had been an expression of the frustration of one ethnic group that felt underrepresented in parliament. At the same time, parliamentarians can educate their constituents on measures taken to address existing grievances. Lastly, by opening parliamentary debates to the public and demonstrating parliamentary cooperation, constituents can be reassured that their concerns are addressed on the political level. This was the case, for example, in

Mali, where the current conflict would likely have occurred earlier if the parliament had not actively reached out to the leaders of the Tuareg people.

16. Furthermore, parliaments can help build trust in national institutions in order to encourage parties to a conflict to use these institutions as a way of finding solutions to the conflict. Parliaments can build trust by effectively fighting corruption inside and outside parliament. Building trust in parliament as an institution is a prerequisite for parliaments to play an effective role in conflict prevention. In the case of Kenya, for example, the level of trust in parliament during and immediately after the conflict that broke out following the election results of 2007 had been extremely low, and the parliament could play an effective role only once it had regained the trust of the people. Furthermore, parliaments can strengthen their oversight of the executive by, inter alia, decentralizing decision-making processes and taking the necessary measures to ensure that they remain independent of the executive.

> We should not fear debate. It's the lack of debate that we should fear.
>
> Guillaume Kigbafori Soro
> President of the National Assembly, Côte d'Ivoire

**Recommendations**

17. The recommendations are as follows:

(a) Member States and their parliaments should support and further invest in United Nations conflict-prevention efforts and capacities and equip the Organization with timely and predictable financial support;

(b) Preventive efforts should place added focus on strengthening existing national institutions and conflict-resolution capacities in order to ensure a lasting peace and avoid a situation where the Organization at best manages rather than resolves conflict;

(c) While the first interlocutor of the United Nations must necessarily be the Government, its work can also benefit from engagement with parliament. In cases where parliamentarians have established close relations with their constituents, parliaments are well equipped to monitor lingering and rising tensions in society before violence even erupts. Moreover, the eruption of violence may be prevented by allowing societal tensions to turn into parliamentary debates;

(d) Parliaments need to undergo reform in order to build trust in the institution as an effective mechanism for conflict management. Such reform should lead to greater transparency and inclusiveness.

## II. Reconciliation

18. Once violence has erupted, reconciliation measures become necessary. Reconciliation is the first necessary step towards a lasting peace and always entails deep psychological changes among people who have been in conflict. It is a learning

process that allows people to move on from the past, learn to trust each other again and work together for a better future.

19. Failure to achieve reconciliation often results in distrust among the different groups, which can linger for generations. The nature and underlying causes of conflict can change over time, making it more difficult to solve the conflict in the long run. In such cases, conflict cannot be solved but only managed so as to prevent the outbreak of violence. There are many examples of situations where conflicts are prolonged because people are not given the opportunity to reconcile, for example, Cyprus.

20. Reconciliation does not happen by itself. It is a process that requires unwavering political will and strong leadership through proactive measures such as education and dialogue in order to overcome the distrust within society. Political leaders need to rely on cooperation with civil society in order to effectively reach the grass-roots level and, ultimately, foster active participation of the people.

21. In cases where distrust is still rife, nationally organized mechanisms may initially lack credibility. In such circumstances, the United Nations is well equipped to help establish reconciliation mechanisms such as truth and reconciliation commissions and criminal justice tribunals. The United Nations is in a position to use the norms established by the international community in order to find common ground on which reconciliation among the people can occur.

22. International reconciliation mechanisms may be ineffective if the general public does not consider the outcome as fair. The perception of fairness requires that the decision-making structures — on both the national and international levels — are transparent and clearly acting in the best interest of all concerned. Unfortunately, and as mentioned before, many people perceive United Nations interventions as prone to be driven by the political interests of a few Member States. At the same time, international justice systems may cause resentment at home if the principle of the presumption of innocence of those indicted is not respected.

**Parliament's role in reconciliation**

23. Parliaments play a crucial role in this area first and foremost by approving peace settlements considered to be just and fair and by helping to ensure that the executive pursues effective reconciliation measures. Parliaments can also enact legislation to give effect to reconciliation, including the establishment of truth and reconciliation mechanisms at home. Another important role of parliamentarians is to make sure that constituents are engaged in the reconciliation process through proactive measures and by sharing relevant information. Such measures were an important step towards reconciliation in Kenya, where the parliament went to great lengths to ensure the involvement of civil society in debates on reform and greater levels of transparency in parliamentary processes.

> Parliamentary governance is by nature collegial. Where the executive has difficulties in entering into discussions or dialogue with the opposition, the collegial manner in which parliament is managed facilitates dialogue.
>
> Mélégué Traoré
> Member of Parliament, Burkina Faso

**Recommendations**

24. The recommendations are as follows:

(a) International reconciliation mechanisms need to be perceived as fair and not seen as measures that are arbitrarily applied to some countries while not at all to others. This entails democratizing the decision-making structures of the United Nations, including the Security Council;

(b) Parliaments need to ensure that their constituents are involved in the debate on how to achieve reconciliation and are aware of the measures being taken.

# III. Peacebuilding

25. Peacebuilding requires a long-term engagement to address the root causes of the original conflict, which must invariably start by building and strengthening the institutions of government and civil society. If the root causes are not addressed, violence is likely to recur. Addressing the root causes of conflict is not an easy undertaking, which is evident in the fact that, according to the *World Development Report 2011*, 90 per cent of the last decade's civil wars occurred in countries that had already had a civil war in the last 30 years.

> Parliament is not just about making laws. It can also hold the public administration to account and help ensure that limited national resources are put to optimum use so that services effectively reach the population.
>
> Abdelwahad Radi
> President of the Inter-Parliamentary Union

26. Lasting peace cannot be achieved without establishing a social contract between the State and the people. With a social contract in place — that is, when there is a reciprocal and interdependent relationship between the State and all of its citizens, irrespective of their ethnic and local backgrounds, gender or other factors — individuals feel a common bond of rights and responsibilities to one another. With a social contract in place, citizens know that they will not be excluded from the benefits of a stronger State and that State instability may deprive them as individuals. The ensuing sense of belonging to a given society is important to make people more inclined to pursue and defend the peace.

> What goes into building a social contract is inclusive political processes, for which parliaments are key, along with legitimate politics and representation. There have to be resilient State-society relations, the State has to provide services and there have to be responsive State institutions.
>
> Marta Ruedas
> Deputy Director, Bureau for Crisis Prevention and Recovery,
> United Nations Development Programme

27. The United Nations can play an important role in building such societies. Currently, a total of 15 peacekeeping and 14 field-based political missions are working on the ground to help fragile post-conflict societies pursue the necessary reforms to establish a social contract on their own. In addition, the Peacebuilding Commission, established in 2005 (together with the Peacebuilding Support Office and the Peacebuilding Fund), can aid fragile countries in finding effective strategies to help build and strengthen existing institutions, create an environment that is conducive to reconciliation and aid economic development in order to minimize the causes of conflict. Respecting the principle of national ownership, the Peacebuilding Commission works in close cooperation with Governments to help identify key policy priorities and the financial resources needed to implement necessary reforms to address the root causes of conflict through integrated measures that include, among other things, economic reform.[4] Economic reforms that target growth and social justice are crucial to successful peacebuilding insofar as they have a concrete and positive impact on people's lives.

> When we focus only on specific conflicts that have broken out and then we try to focus on issues that deal directly with the conflict, like demobilization and reintegration, the focus becomes very male-centric. Because who bears the arms? It is not women. When you are building the peace you are only dealing with the manifestation of violent conflict and you are not dealing with the social issues, and you can only deal with those issues if everyone is part of the debate.
>
> Saraswathi Menon
> Director, Policy Division, UN-Women

28. The effective involvement of the United Nations in peacebuilding requires a clear mandate that is communicated to and accepted by the people. In some cases, the presence of a United Nations mission may raise false hopes of security if it does not have a clear mandate to respond to violent conflict and other threats. This failure to act can deepen existing problems. Similarly, when the United Nations commits to intervening, it needs to ensure that the requisite financial resources and troops are provided in order to fulfil its mandate. Furthermore, the United Nations mission

[4] Currently, the Peacebuilding Commission has six country configurations: Burundi, Central African Republic, Guinea, Guinea-Bissau, Liberia and Sierra Leone.

needs to commit to staying on until there is clear evidence that the peace agreement is sustainable.

**Role of Parliament in peacebuilding**

29. The successful implementation of peace agreements depends on the parliament's ability to enact enabling legislation. In the case of Kenya, Parliament took an active role in the implementation of the peace agreement and in building institutions that aim for long-term stability. Among other things, the Parliament passed the Truth, Justice, and Reconciliation Act, which paved the way for the appointment of the members of the relevant Commission; it reformed its own internal processes, adopting new standing orders to allow, inter alia, for equal opportunity; and it introduced live broadcasting of its proceedings in order to enhance transparency and people's trust in parliament.

30. Parliaments as institutions can contribute to stable and lasting peace by strengthening dialogue and giving a voice to marginalized groups. The inclusion of marginalized groups in the political process is crucial to ensuring that new or re-emerging grievances about the unfair redistribution of resources or discriminatory treatment by the law, to mention just a few, can be addressed. The various measures available to parliaments include improving the representation of minority groups, passing laws that promote human rights and examining appropriation bills (through the budget process) with a view to achieving equity and social justice. All of this will go a long way in strengthening the social contract between the State and the people, considered a pillar of peace and stability.

**Recommendations**

31. The recommendations are as follows:

(a) To be effective, the United Nations must be backed up by adequate financial and human resources. Hopes that cannot be fulfilled must not be raised;

(b) Parliaments need to guarantee the representation of neglected groups, including ethnic and religious groups, women and youth. Inclusiveness requires parliaments to involve civil society in their decision-making processes in order to build trust among the general public and to ensure representation of a variety of needs;

(c) Given their law-making function, parliaments can take a number of measures to strengthen national institutions, namely:

(i) Establish a legal framework to create a level playing field for political parties during and between election cycles. Effective party-financing laws that ensure a fair distribution of funds are also important;

(ii) Develop a legal framework that prevents the existence of political parties that are purely identity-based and, concurrently, encourages the development of political party platforms;[5]

(iii) Create a legal framework to ensure that each political party receives fair media coverage;

[5] Kenya, for example, passed a Political Parties Act that requires each political party to have a minimum of 1,000 members from at least 50 per cent of the country's counties (24 of 47 counties).

(iv) Set up an independent judicial system in order, inter alia, to ensure the equality of all before the law;

(v) Develop standing orders that help to promote dialogue among the political parties represented in parliament. Such standing orders are not limited to but should include the right to ask questions of the executive and contribute to the debate in plenary. Furthermore, a consensus on befitting conduct within the parliamentary setting should be reached.

However much the United Nations can do to promote peace in conflict-ridden countries, success ultimately depends on strong national leadership and strong national commitment to reconciliation reform. That leadership and commitment often emanates from parliament.

Jan Eliasson
Deputy Secretary-General

Box 2
**Challenges to parliamentary involvement in conflict management**

Parliaments can fulfil their potential for building more stable societies only if they are strong institutions. Most parliaments in unstable societies face a number of challenges. All too often, parliamentarians lack the requisite knowledge and skills and an understanding of the issues they are dealing with. Many issues, especially economic and fiscal matters, are highly complex and cannot be adequately addressed by parliamentarians without stronger resources and human capacities, including computers, research libraries and staff and office space.

Many parliamentarians are not independent of the executive branch. Without independence, parliaments are unable to effectively oversee executive action in order to ensure the implementation of settlement agreements and important issues, such as effective development policies and the fair redistribution of resources. Parliamentary independence is compromised by a number of factors, including lack of control over internal budgets and resources and lack of immunity.

## IV. Cooperation between the United Nations and other international and regional organizations

32. Cooperation with other regional or international organizations is essential to the success of the United Nations in conflict and post-conflict settings. However, in order for cooperation between the United Nations and other organizations to yield positive results, it needs to be effectively coordinated, and resources have to be rationalized and accountability shared. Furthermore, it is crucial for the international community to project a united front and not appear disjointed. If the different

international players seem to be at odds with one another, the different parties to the conflict will attempt to "forum shop", i.e., try to gain support from more sympathetic organizations, which, in turn, is likely to prolong the conflict.

33. Cooperation with regional organizations can be beneficial because they may have a better understanding of the complexities of the conflict. Regional organizations may also add to the legitimacy of the intervention. A good example of effective cooperation between international and regional organizations is in Guinea, where the United Nations worked in tandem with the Economic Community of West African States (ECOWAS) to help contain an outbreak of electoral violence. The United Nations provided ECOWAS with the good offices of the Secretary-General in order to give broad legitimacy to the effort.

34. Cooperation with international organizations can be effective if the organization has established expertise in a specific area. The Inter-Parliamentary Union, for example, has years of experience in technical support aimed at strengthening parliament as an institution. It has established relations with parliaments around the world, which allows it to draw from experiences and examples of best practice in building parliamentary capacities. It has shown that capacity-building is most effective in cases where a holistic institutional approach is taken at the request of the parliament and with its input from the outset.

**Recommendations**

35. The recommendations are as follows:

(a) Any cooperation between the United Nations and regional or other organizations must avoid overlap. Organizations need to rationalize resources and share accountability;

(b) The Inter-Parliamentary Union has established relationships with parliaments around the world and is well equipped to help share good practices. Thus, the United Nations should work more closely with the Inter-Parliamentary Union in order to build the capacity of parliaments that request assistance, strengthen the rule of law and help bring national legislation in line with international commitments;

(c) The Inter-Parliamentary Union should continue to build a bridge between parliaments and the United Nations. The annual parliamentary hearing at the United Nations is one of the possible forums to allow parliaments to gain a better understanding of United Nations processes and to be included in the deliberations.

## V. Role of women

36. Conflict prevention, reconciliation and peacebuilding can be effective only if women are included in decision-making at every stage. As established by Security Council resolution 1325 (2000), women need to play an important role in the management of disputes and in peacebuilding processes. Yet 12 years on, much remains to be done at both the national and international levels to bring about gender equality in this domain. As a result, women and children continue to be disproportionately affected by conflict and remain voiceless in decision-making processes that have a direct impact on their lives.

37. By examining peace processes through the lens of gender equality, countries can undergo a structural transformation that builds more just and therefore more sustainable societies. Over the years, the United Nations has successfully implemented a number of measures to strengthen the role of women in all spheres of life. In Tajikistan, the United Nations has established legal aid centres for women, which were later taken over and expanded by the government.

> When the United Nations system works together as an integrated player we are not only able to bring attention to the issue but we actually find ways to address the issue.
>
> Saraswathi Menon
> Director, Policy Division, UN-Women

38. Strengthening the role of women is crucial to achieving long-term stability through more inclusive societies. For example, when women are placed at the centre of service delivery, such as in Liberia and Rwanda, they are able to take care of not only their families, but also their communities, which puts the country on a far more inclusive path of development.

39. The United Nations needs to act as a model for including women in decision-making processes. Despite its many commitments and clear evidence of the impact of women on achieving stable peace, the role of women in conflict prevention and peace negotiations remains minute. Only 9 per cent of negotiators have been women, and there has never been a female United Nations-appointed chief mediator.

40. Parliaments as institutions can also help to strengthen the role of women. They can work towards achieving gender parity in representation by implementing quota systems and sensitizing the general public to the idea of women decision makers. However, inclusiveness must not be limited to numbers alone, but must also address qualitative issues. To that end, parliaments can take measures to ensure that women can run for office and participate effectively in parliamentary proceedings. Such measures include but are not limited to capacity-building through education and the scheduling of meetings to afford women greater flexibility to balance their work and family responsibilities.

**Recommendations**

41. The recommendations are as follows:

(a) The United Nations needs to live up to its commitment to involve women more in the decision-making processes. This includes appointing women to chief negotiator roles;

(b) Parliaments need to include women. Inclusiveness, however, is not only about numbers, it must also be expanded to include accessibility through capacity-building and measures that enable women to work effectively in the parliamentary setting.

# Annex I

## Overview of themes discussed and participants

1. During the opening session, the audience was addressed by Abdelwahad Radi (President of the Inter-Parliamentary Union), Rodney Charles (Vice-President of the General Assembly, Permanent Representative of Trinidad and Tobago to the United Nations) and Jan Eliasson (Deputy Secretary-General of the United Nations).

2. The first segment of the hearing examined the three main themes, namely, conflict prevention, reconciliation and peacebuilding, which were discussed by Ranko Vilović (Permanent Representative of Croatia to the United Nations and Vice-Chair, Peacebuilding Commission), Tayé-Brook Zerihoun (Assistant Secretary-General for Political Affairs), Marta Ruedas (Deputy Director, Bureau for Crisis Prevention and Recovery, United Nations Development Programme), Saraswathi Menon (Director, Policy Division, UN-Women) and Pauline Baker (president emeritus, The Fund for Peace).

3. The second segment examined Kenya's efforts in conflict prevention, which was discussed by Kenneth Marende (Speaker of the National Assembly of Kenya), Mélégué Traoré (Member of Parliament, Burkina Faso) and Peter Gastrow (Director of Programmes and Senior Fellow, International Peace Institute).

4. The third segment assessed Sierra Leone's approach to reconciliation, which was debated by Edward Amin Soloku (former member of parliament, Sierra Leone), Shekou M. Touray (Permanent Representative of Sierra Leone to the United Nations), Eloho Ejeviome Otobo (Director and Deputy Head, Peacebuilding Support Office) and Lansana Gberie (Research Analyst, Security Council Report).

5. The fourth segment focused on the role of international organizations in peacebuilding, which was discussed by Guillaume Kigbafori Soro (President of the National Assembly, Côte d'Ivoire) and Anders B. Johnsson (Secretary-General of the Inter-Parliamentary Union).

6. Lastly, the question of whether a more inclusive Security Council would likely lead to greater global stability was discussed, in the format of Doha debates popularized by the BBC, by Patrice Martin-Lalande (National Assembly of France, Member of the Advisory Group of the Inter-Parliamentary Union Committee on United Nations Affairs), Hardeep Singh Puri (Permanent Representative of India to the United Nations), Eduardo Ulibarri (Permanent Representative of Costa Rica to the United Nations) and Hans Corell (former United Nations Under-Secretary-General for Legal Affairs and Legal Counsel).

# Annex II

## Summary of group discussions

In the course of the meeting, a number of small group discussions were held to provide participants with an opportunity to focus on specific questions. A list of questions that were discussed (one question per group) and the corresponding answers are provided below.

**What mechanisms can enhance cooperation among political parties?**

- Basic rules: freedom to create political parties; acceptance of the role of the opposition
- Procedure: parliamentarians should have the right to ask questions; there should be time limits; members of parliament should enjoy immunity in the performance of their duties
- Political party financing should allow political parties to function properly at all times, not only during the election cycle
- The executive should engage with political party leaders on a regular basis
- There should be a consensus on conduct befitting the parliament

**What are the conditions for effective parliamentary involvement in conflict prevention, reconciliation and peacebuilding?**

- Parliaments should be representative of the entire society, including all ethnic groups
- Parliament should be legitimate (free and fair elections, etc.)
- Parliament should be involved in dialogue with the executive
- Parliament has to be respected and respectable (integrity)
- Parliament should have the requisite capacities
- Parliamentarians have to conduct frequent outreach activities in their constituencies
- The impact of parliaments in the prevention and resolution of conflicts needs to be evaluated more frequently

**Women and long-term stability?**

- Men should be supportive of women's issues and their role in conflict prevention and resolution
- Women must be empowered to participate in the political process; women's representation in office should be at least 30 per cent and aim for parity
- The impact of conflict on women and children should be assessed (measures need to be taken to ensure that women will not be victimized)

**How can the United Nations more effectively prevent conflict, and how can it more effectively engage parliaments in its peacebuilding work?**

- The United Nations needs a clear mandate with clear aims accepted by all stakeholders
- Building the capacity of State institutions, including and especially parliament (strengthening the independence of parliament)
- State institutions have to share information with the United Nations
- The United Nations needs to strengthen cooperation with regional organizations
- The composition of the Security Council has to be more representative in order to command more authority
- The United Nations needs to work with the Bretton Woods institutions and other organizations in order to pursue a common approach to conflict resolution and peacebuilding
- Greater input from non-governmental organizations can help inform United Nations interventions. However, such organizations must comply with strict transparency and accountability standards
- The United Nations should work with the Inter-Parliamentary Union in assisting parliaments that request assistance

**How can post-conflict society achieve just and inclusive reconciliation?**

*Preconditions*

- Involvement of all actors and acceptance of each other
- Mutual tolerance
- Existence of neutral arbitration
- Identification of real root causes

*Measures*

- Strengthening institutional mechanisms, inter alia, through a representative and credible parliament, as well as an independent judiciary
- Economic mechanisms that allow for the equitable redistribution of wealth, including among women, minorities and youth
- Provision of basic social needs (education, health, jobs, etc.)
- Greater involvement of women in national issues, particularly through access to education and better representation in decision-making bodies
- Establishment of representative movements
- Existence of plural and professional media, which gives equitable access to all (media to be responsible)
- Sharing of political power and processes
- Building civil society in order to ensure greater participation

- Civic education
- Application of the rule of law; equality of all before the law
- Truth and reconciliation commissions

**How can regional cooperation support national political stability?**

- Cooperation must avoid overlap, rationalize the use of resources and share accountability
- Organizations must help to strengthen parliament, especially in transition countries
- The Inter-Parliamentary Union must be encouraged to continue to build a bridge between parliaments and the United Nations

# I. Introduction

1. The year 2013 will mark a decade since the adoption of General Assembly resolution 57/306 and the issuance of the Secretary-General's bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13), in the wake of serious allegations of widespread sexual exploitation and abuse of vulnerable populations by aid workers in West Africa. Further instances of sexual exploitation or abuse also indicated that standards, policies and procedures and organizational accountability mechanisms in place at the time were clearly inadequate. The Secretary-General adopted a zero tolerance policy and put measures in place to prevent and address sexual exploitation and abuse by United Nations personnel.

2. Over the years, there has been a marked decrease in the overall number of reported instances of sexual exploitation and abuse in all United Nations entities, from a high of 373 in 2005 to 88 in 2012. In the specific case of peacekeeping and special political missions supported by the Department of Field Support, the number of allegations reported decreased to 60 in 2012, from 74 in 2011, and remained far below the 357 allegations reported in 2006 and the 340 reported in 2005. While progress has been made in reducing instances of sexual exploitation and abuse as result of dedicated action at the international and national levels, continued efforts are needed to enforce zero tolerance for sexual exploitation and abuse and to strengthen accountability.

3. The present report describes enhanced measures for the implementation of the zero tolerance policy towards acts of sexual exploitation and abuse. It also provides information on the number and type of allegations of sexual exploitation and abuse received in 2012 and the status of investigations into those allegations.

# II. Reports of sexual exploitation and abuse in 2012

4. Information on allegations of sexual exploitation or sexual abuse reported in 2012 was received from 45 entities, including the departments and offices of the Secretariat and the agencies, funds and programmes of the United Nations system listed in annex I to the present report. The number of allegations reported for 2012 by all entities totalled 88, compared with 102 in 2011. Six entities, including peacekeeping operations and special political missions, reported having received one or more allegations, whereas 39 reported having received none.[1]

5. The nature of the allegations and the status of their review are detailed in the annexes to the present report. The omission of a reference to a particular entity in those annexes means that no allegations involving its personnel were reported. Allegations involving civilian, military, police and corrections personnel deployed to peacekeeping operations and special political missions supported by the Department of Field Support are presented separately in the annexes.

[1] While the Department of Political Affairs is counted as a separate entity, data relating to special political missions supported by the Department of Field Support are included in the figures for the latter Department. Allegations made against United Nations Volunteers are included in the data provided by their host entity, since Volunteers fall under the category of United Nations-related personnel.

**Allegations reported against United Nations staff members and related personnel other than those deployed in peacekeeping operations and special political missions supported by the Department of Field Support**

6. Annex II contains details on the nature of allegations reported against United Nations staff members and related personnel other than those deployed in peacekeeping operations and special political missions supported by the Department of Field Support. Annex III describes the status of investigations into those allegations. As at 31 December 2012, 28 allegations of sexual exploitation and abuse had been made. This is the same number of allegations that were reported in 2011. The status of the allegations can be summarized as follows:

(a) One allegation falling into the category of other forms of sexual exploitation and abuse was reported against a staff member of the International Criminal Tribunal for Rwanda. The case is currently being handled by the Office of Internal Oversight Services in Nairobi;

(b) The Office of the United Nations High Commissioner for Refugees reported 12 allegations: 1 of rape with a victim over the age of 18; 2 of sex with minors; 1 of sexual assault of a victim under the age of 18; 4 of exchange of money, employment, goods or services for sex; and 4 falling into the category of other forms of sexual exploitation and abuse. Of those 12 cases, 4 involve non-staff personnel: 1 of sex with a minor and 3 of other forms of sexual exploitation and abuse. All the cases have been referred to an investigative body and are currently under review;

(c) The United Nations Population Fund reported an allegation against a Fund service contract holder of having been involved with a woman that constituted an exchange of money for sex. The case is currently under investigation by the Fund's Division for Oversight Services;

(d) The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) reported 13 allegations for 2012 in four of its five field offices: Jordan (4), Lebanon (4), the West Bank (2) and the Gaza Strip (3). All cases but one involved staff members. One allegation of sex with a minor is currently being investigated. Of five cases regarding allegations of sexual assault of victims under the age of 18, one was found to be unsubstantiated, one was closed for not being able to reach the complainant, two are currently under investigation and one has been closed with disciplinary action against the perpetrator. A board of inquiry was able to substantiate the allegation that a staff member had had a consensual sexual relationship with a beneficiary of an UNRWA programme. The case was referred to the Director of UNRWA Operations at the Gaza Field Office and remains under review. Of six cases regarding allegations of other forms of sexual exploitation and abuse, four (including one that involved a contractor) were closed or found to be unsubstantiated, one is currently being reviewed by an investigative body and one, where no evidence was found but that created a difficult working environment, was closed by making administrative arrangements;

(e) One allegation falling into the category of other forms of sexual exploitation and abuse was reported against a staff member of the World Food Programme. The case was found to be unsubstantiated.

7. At the end of the reporting period, 43 per cent of the allegations had been investigated and 32 per cent of those cases were closed either because the

allegations were found not to be substantiated or owing to a lack of sufficient supporting evidence.

8. During the reporting period, investigations into allegations reported in 2011 were also concluded. Of the 17 cases for which investigations were continuing at the end of 2011, 7 were found to be unsubstantiated. Two investigated cases were further reviewed and subsequently closed (by dismissal and exoneration, respectively). For the remaining allegations, investigations were either continuing or the investigation report was under review by the relevant offices at the end of 2012.

**Allegations reported against personnel deployed in peacekeeping operations and special political missions supported by the Department of Field Support**

9. In 2012, 60 allegations of sexual exploitation and abuse were reported in 10 field missions, with 31 involving staff members, contractors or United Nations Volunteers,[2] 19 involving members of military contingents or military observers,[3] 9 involving United Nations police officers or members of formed police units[4] and 1 involving personnel whose category is unknown. Annex IV contains detailed information concerning all allegations received in 2012, the nature of those allegations, the complainant or victims associated, the category of personnel involved and the actions taken.

10. In 2012, the vast majority (51 allegations or 85 per cent) of all allegations of sexual exploitation and abuse were received from the same four peacekeeping missions as in 2011 and in similar proportions: the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), with 25 allegations (41 per cent); the United Nations Mission in South Sudan (UNMISS) and the United Nations Mission in Liberia (UNMIL), with nine allegations each (15 per cent each); and the United Nations Stabilization Mission in Haiti (MINUSTAH), with eight allegations (13 per cent). The remaining nine allegations (15 per cent) concerned the following peacekeeping missions and political missions: the United Nations Operation in Côte d'Ivoire (UNOCI), with three allegations; the United Nations Integrated Mission in Timor-Leste (UNMIT), with two allegations; the United Nations Mission for the Referendum in Western Sahara (MINURSO), the United Nations Interim Security Force for Abyei (UNISFA), the United Nations Assistance Mission in Afghanistan (UNAMA) and the United Nations Peacebuilding Support Office in Guinea-Bissau (UNIOGBIS), with one allegation each.

11. The reduction in the overall number of allegations of sexual exploitation and abuse is a positive development. Nevertheless, that close to half of the allegations continue to involve the most egregious forms of sexual exploitation and abuse is extremely concerning. Of the 60 allegations reported in 2012, 27 (45 per cent) involved the most egregious forms of sexual exploitation and abuse: there were 18 allegations of sexual activities with minors (30 per cent) and an additional 9 allegations of non-consensual sex with persons aged 18 or older (15 per cent).

[2] Civilian personnel: 22 allegations involving staff members, six allegations involving employees of United Nations contractors and three allegations involving United Nations Volunteers.

[3] Military personnel: 17 allegations involving military contingent personnel and two allegations involving military observers, the latter deployed as experts on mission for the United Nations.

[4] Police personnel: five allegations involving United Nations police officers and four allegations involving members of formed police units all deployed as experts on mission for the United Nations.

Proportionally, such allegations were most prevalent in MONUSCO (12 of the 25 allegations), MINUSTAH (four of the eight allegations) and UNOCI (all three allegations), with the remaining eight allegations being associated with six other missions.

12. With regard to investigations into the allegations received in 2012:

(a) Of the 60 allegations, 13, involving at least 18 military contingent personnel, were referred for investigations to be conducted by troop-contributing countries. In nine of those instances, the Member States involved indicated that they would investigate. In the four instances in which no response was received from the troop-contributing countries, investigations were undertaken by the United Nations. States of nationality were also notified of eight allegations involving military or police personnel with the status of experts on mission, into which the United Nations is conducting the related investigations;

(b) Of the 60 allegations, 33 were referred for investigations to be conducted by the United Nations, with 23 involving at least as many civilian personnel, 2 involving two military observers and 8 involving at least 12 police personnel;

(c) One allegation reviewed was deemed not to warrant a full investigation and was closed as unsubstantiated;

(d) Information provided concerning the following 13 allegations of sexual exploitation and abuse was deemed insufficient to allow for further investigation and the cases were closed accordingly: the sole allegations received for MINURSO, UNIOGBIS and UNAMA, respectively, in addition to 1 of the allegations received for UNMIL and for MINUSTAH, respectively, 3 allegations received for UNMISS and 5 allegations received for MONUSCO.

13. As at 31 December 2012, investigations had been completed in connection with 11 allegations received in 2012. They include those conducted by troop-contributing countries into five allegations (two substantiated and three unsubstantiated) and by the United Nations into six allegations (one substantiated and five unsubstantiated). Investigations into 35 allegations remain pending. For allegations reported in 2011, investigations have been completed in 56 per cent of instances; for allegations reported in 2010, investigations have been completed in 75 per cent of instances. Of all allegations for which investigations were completed between 2008 and 2012, 51 per cent were substantiated.[5] In that regard, it remains important to note that allegations found to be unsubstantiated through investigations were not necessarily false or made in bad faith. For example, allegations of sexual exploitation and abuse, owing to their nature and circumstances, often remain unsubstantiated because of factors such as a lack of forensic evidence, a lack of corroborating witnesses or the impossibility of positively identifying alleged perpetrators.

14. In 2012, on the basis of investigations conducted in 2012 and earlier, the Secretariat requested that actions should be taken against civilian personnel in connection with seven allegations of sexual exploitation and abuse in field missions. Actions were also taken in 2012 with regard to an additional three allegations referred before 2012:

[5] Data compiled from the misconduct tracking system of the Department of Peacekeeping Operations and the Department of Field Support, as at 1 January 2013.

(a) The Office of Human Resources Management was requested by the Department of Field Support to take disciplinary actions against two staff members involved in an allegation originating from MINUSTAH in 2011 (the evidence was later deemed insufficient and the matter closed accordingly); a staff member relating to an allegation from the United Nations Mission in the Sudan (UNMIS) in 2011 (the staff member was dismissed); and a staff member relating to an allegation from UNMIL in 2011 (the matter remains under review). An additional staff member was also disciplined by separation from service in 2012 for an allegation originating from UNMIL in 2010 and referred before 2012. A request was also made for a staff member to be placed on administrative leave pending the completion of an investigation into an allegation from UNISFA. The staff member concerned left the Organization soon thereafter, however;

(b) The United Nations Volunteers Programme was requested by the Department of Field Support to take disciplinary action against a Volunteer for a substantiated allegation originating from UNMIS in 2010. The evidence was later deemed insufficient, however, and the matter closed. The Programme also reported on action taken in 2012 in respect of matters referred earlier, indicating that a Volunteer was dismissed in connection with a 2011 allegation in UNMIL, whereas evidence was deemed insufficient concerning an allegation made in 2009 involving a Volunteer in the United Nations Organization Mission in the Democratic Republic of the Congo;

(c) Lastly, the Office of Legal Affairs referred to a State of nationality two instances of credible allegations of sexual exploitation and abuse that involved employees of two United Nations contractors. One concerned an allegation made in 2006 in UNMIL and involved five employees, while the other concerned an allegation made in 2010 in MONUSCO and involved two employees.

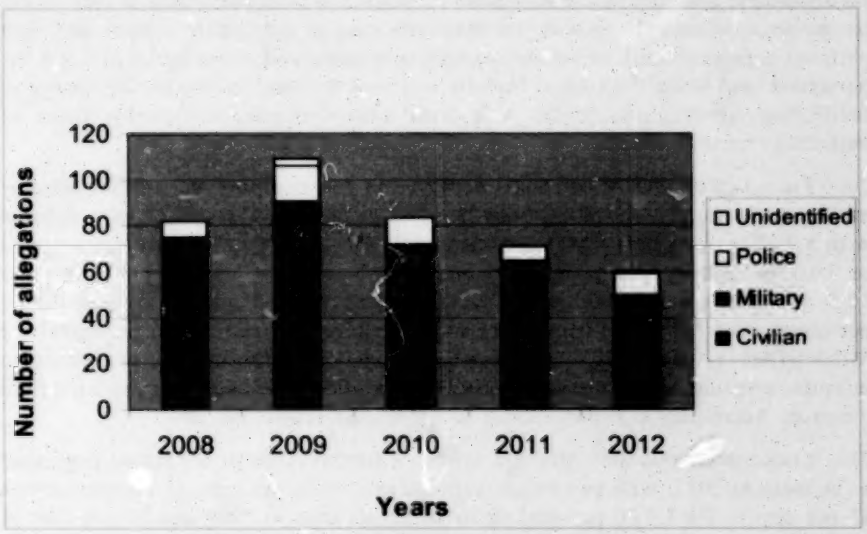
15. Regarding actions in instances involving military and police personnel in 2012, the Department of Peacekeeping Operations and the Department of Field Support referred 24 allegations of sexual exploitation and abuse received in 2012 or earlier to 16 troop- and police-contributing countries. It was also determined that nine police and eight military personnel would be repatriated on disciplinary grounds and barred from participating in future field missions in connection with 13 substantiated allegations received in 2012 or earlier. Again in 2012, the Department of Field Support received 11 responses from 10 States of nationality concerning actions that they had taken regarding allegations from 2012 or earlier. Of those, the responses indicated the nature of the actions taken concerning nine allegations, with measures including jail terms ranging from six months to a year, accompanied by dismissal, for three personnel; jail terms of 30 or 60 days for four personnel; dismissal for three personnel; and other disciplinary measures for an additional two personnel. Responses in connection with two further allegations indicated that personnel had been convicted, but that information on sentences or disciplinary measures would be communicated later.

## III. Observations

16. For peacekeeping and special political missions supported by the Department of Field Support, the total number of allegations reported decreased in 2012, following earlier reductions in allegations received for 2011 (74 allegations) and

2010 (85 allegations). There has been a large decrease in the number of reported allegations involving military personnel, with 19 reported in 2012, as compared with 41 reported in both 2011 and 2010. For civilian personnel, there was an increase to 31 allegations in 2012, as compared with 27 in 2011 and 31 in 2010. For police personnel, 9 allegations were reported in 2012, as compared with 6 in 2011 and 11 in 2010 (see figure).

**Total allegations, by category of personnel, for 2008-2012**




*Source*: Office of Internal Oversight Services.

17. The year 2012 is the first in which the number of allegations of sexual exploitation and abuse involving military personnel is lower than those involving civilian personnel. Information available concerning the number of individuals involved with each allegation, however, reveals that allegations concerning civilian personnel tend mainly to involve a single perpetrator, whereas allegations involving uniformed personnel are more often associated with more than one perpetrator. The above-average proportion (66 per cent) of allegations relating to sexual abuse and sexual activities with minors in instances involving police personnel is also of concern.

18. When looking at numbers of allegations of sexual exploitation or abuse, it should be kept in mind that each allegation may involve more than one possible victim. In 2012, of the 60 allegations, 19 were reported without sufficient information on the number of potential adult or minor victims. In relation to 41 allegations, however, 16 minors and nine adults were identified as possible victims of sexual abuse, whereas 25 adults claimed to be victims of sexual exploitation.

19. Moreover, it should be noted that six of the allegations of sexual exploitation received in 2012 also involved paternity claims. During the reporting period, the United Nations notified Member States of paternity claims raised in relation to their uniformed personnel. Some of the responses received illustrate the difficulties faced

in having paternity claims addressed. In one instance, a Member State indicated that, since its military forces had dismissed the soldier involved in an instance of sexual exploitation, its military authorities no longer had the jurisdiction to address the paternity claim submitted and that the claim would need to be filed with its civil courts. Another Member State also pointed out the requirement that a paternity claim be filed before its national courts directly by the alleged mother. In both instances, those national courts were located on a different continent from the one where the claimants and their children resided and the Member States involved had no diplomatic presence in the host State to which the claimants could at least direct the paternity claims. To provide for the well-being of the female victims and their children born as a result of acts of sexual exploitation and abuse by United Nations personnel, and while the United Nations will seek to assist in this matter, means of facilitating adjudications in the host State and of implementation by States of nationality must be found.

20. For all categories of personnel deployed in peacekeeping and special political missions, the ratio is 4.9 allegations per 10,000 personnel in 2012,[6] as compared with 5.9 allegations per 10,000 personnel in 2011.[7] In MONUSCO, the ratio climbs to 10.6 allegations per 10,000 personnel deployed (13.3 in 2011). Ratios are 10.5 allegations per 10,000 personnel for UNMISS,[8] 8.4 allegations per 10,000 personnel for UNMIL (11.0 in 2011) and 6.5 allegations per 10,000 personnel for MINUSTAH (10.5 in 2011). Allegations concerning those four peacekeeping missions continue to represent the vast majority of all allegations received for field missions. Accordingly, further actions in that respect are envisaged.

21. Communications with Member States on formal referrals for action continued to increase in 2012, with an overall response rate of 57 per cent, as compared with 43 per cent in 2011,[9] 39 per cent in 2010, 17 per cent in 2009 and 11 per cent in 2008. This increase is particularly noticeable as regards requests made by the Secretariat for troop-contributing countries to investigate allegations involving military contingent personnel. The Secretariat continues, however, to face challenges in receiving information on the results of investigations conducted by troop-contributing countries and of actions taken by Member States in instances of substantiated allegations involving their uniformed personnel. The Secretariat will continue to work towards improving levels of communication with those Member States.

## IV. Strengthened accountability and governance framework for heightened prevention, enforcement and remedial action

22. The decrease in numbers over the past decade and noticeably in the past three years notwithstanding, continued instances of sexual exploitation and abuse and the persistent prevalence of the most egregious forms of sexual exploitation and abuse signal the need for continued effort and resolve. To galvanize collective leadership

[6] Or one allegation to 2,055 personnel in 2012, as compared with one allegation to 1,660 personnel in 2011 and one allegation to 1,435 personnel in 2010.

[7] Revised data from 5.6 allegations per 10,000 personnel indicated in the previous report (A/66/699).

[8] Data for UNMISS in 2011 did not cover the full year.

[9] Revised data from 58 per cent indicated in the previous report (A/66/699).

efforts, late in 2011 the Secretary-General convened a high-level meeting of the United Nations departments and offices, agencies, funds and programmes. The recommendations arising from that meeting focused on the need for additional measures to promote good governance, leadership, managerial and individual accountability, robust oversight and enforcement in addressing continued challenges in the implementation of the zero tolerance policy.

23. In the following paragraphs, the Secretary-General provides an update on activities undertaken by the Secretariat, building on the previous report (A/66/699) and also subsequent requests from Member States. Overall, the paragraphs describe a programme of action comprising enhanced measures and activities being carried out that focus on three aspects: ensuring the credibility of the Organization's response through increased transparency and cooperation; strengthening governance, oversight and enforcement to achieve greater accountability; and enhancing awareness and advocacy towards more responsive protection and provision of support to victims of sexual exploitation and abuse.

## A. Ensuring the credibility of the Organization's response through increased transparency and cooperation

24. Under this aspect of the programme of action, emphasis is laid on the commitment of the Organization to enhanced cooperation and transparency in order to strengthen its credibility and integrity in the eyes of the international community and the people whom it serves. This will instil confidence in the capacity of the United Nations to fulfil its responsibility to protect beneficiaries and to ensure respect for human dignity and the rule of law.

25. The Secretary-General intends, with effect from the sixty-ninth session of the General Assembly, for future versions of the present report to include: country-specific data on the number of credible allegations being investigated by Member States or the Organization; country-specific data on open allegations and pending action, including in paternity cases; and the nature of the offence, information on specific sanctions imposed and whether criminal accountability was enforced, where applicable. In addition, the Secretary-General will continue to address issues of conduct and discipline in his reports to the Security Council on peacekeeping operations as per the mandates of the missions. In this connection, the Secretary-General remains mindful that the reporting of allegations does not establish culpability and that, in all instances, investigations should proceed on the basis that individuals are presumed to be innocent.

26. The Organization is committed to strengthened accountability through the demonstration of specific performance measures regarding prevention, enforcement and remedial action. An accountability policy and mapping tool is under continued development. As part of these efforts for more efficient performance, the obligation to assess and record serious allegations within seven days of receipt, which has been in force since May 2012, has now been complemented by additional procedures by which (i) serious allegations are to be referred for investigation within three days, (ii) follow-up is requested when investigations into allegations are not completed within three months, and (iii) reports of investigations of substantiated allegations are to be reviewed and referred to the Department of Field Support for action within 15 days. The framework for mapping accountability in peacekeeping operations is

considered an indispensable tool of enhanced transparency, allowing for measurement of performance and responsiveness and adjustments to evolving challenges and risks in each individual field mission environment.

27. Risk identification, assessment and management activities are essential elements in enabling targeted identification of performance-based interventions. A team of experts will be conducting assessment interventions in MONUSCO, MINUSTAH, UNMIL and UNMISS, which are the field missions that have consistently experienced the largest number of reported allegations of sexual exploitation and abuse. The information gathered, including on analysis of factors contributing to sexual exploitation and abuse, will inform the continuing development of the risk management framework and any additional measures that may be needed to ensure stricter enforcement of standards and improved focus on prevention of sexual exploitation and abuse. The recommendations emerging from these interventions to address challenges relating either to observed vulnerabilities in local communities or deficiencies in mission environments and the management of personnel conduct will also be reflected, as appropriate, in future programmatic activities.

## B. Strengthening governance, oversight and enforcement

28. Enhanced accountability is reflected in the commitment by the Organization and Member States to taking effective action to uphold universal standards and values and to ensuring respect for the dignity of all human beings and protection of the most vulnerable, in addition to condemnation and sanction when those essential tenets are violated.

29. The integrity and good governance of the Organization are directly related to the conduct and values of the individuals whom it employs and whom it deploys. Building on continuing efforts to enforce the zero-tolerance policy at the inter-agency level, the Secretary-General will work with the United Nations agencies, funds and programmes to ensure that systems are agreed upon to exchange information confidentially. This will include both information on reported allegations of sexual exploitation and abuse, as is currently the case, and the names of all civilian personnel who have been terminated or otherwise separated from service in substantiated cases of sexual exploitation and abuse.

30. The Secretary-General has also established a human rights screening policy in an attempt to ensure that anyone who is nominated to serve or is otherwise directly engaged for service by the Organization has not previously committed criminal offences or violations of international humanitarian and human rights law. As part of these efforts, the Misconduct Tracking System, a critical tool for screening personnel since its inception in 2008, has been linked to the recruitment system of the Police Division of the Department of Peacekeeping Operations, allowing for effective and confidential clearance of police personnel before deployment to field missions. A technical algorithm has been developed that enables the system to match information with the greatest degree of accuracy possible. Over the coming months, these accountability enhancement efforts will be continued and will extend to military personnel once a recruitment system similar to that being used by the Police Division has been put in place. Applicable due process rights will continue to be fully respected.

31. The standards of conduct set out in the Secretary-General's bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13) have been incorporated into the revised model memorandum of understanding for military and police personnel concluded with troop- and police-contributing countries and in the instruments relating to personnel recruited individually. In addition, under the human rights screening policy mentioned above, Member States that nominate or provide personnel to serve with the United Nations will be requested to screen their personnel to ensure that they have not committed, or are not alleged to have committed, criminal offences and/or violations of international human rights law and international humanitarian law. Individuals who seek to serve with the United Nations will also be requested to attest that they have not committed, or are not alleged to have committed, such offences and/or violations.

32. Consistent with the terms of the revised memorandum of understanding that troop-contributing countries have concluded with the Organization, the Secretary-General continues to expect that Member States will, upon receipt of information on allegations of misconduct committed by members of their military contingents, immediately conduct investigations into such allegations and pursue criminal accountability where there is sufficient evidence to do so. Although there has been considerable improvement over the past decade and visibly in the more recent past, challenges persist both on the side of Member States and that of the Organization as regards investigations and sharing of information on action taken in substantiated cases.

33. Experience shows that an effective and credible enforcement framework requires prompt and timely action to punish perpetrators in substantiated cases of sexual exploitation and abuse. The Secretary-General will continue to have the highest expectations of Member States and the Secretariat in this respect. An effective enforcement framework also requires an investigation capacity that is immediately available, well trained and well versed in investigation techniques, the required standards of evidence and due process requirements. Delays in taking the appropriate steps or failures to follow procedures may prevent the imposition of sanctions and impede criminal accountability. In this regard, field mission capacity is already being enhanced with investigation training for security and investigative personnel in field missions developed by the Office of Internal Oversight Services and jointly coordinated with the Department of Peacekeeping Operations and the Department of Field Support.

34. The impact on the image, reputation and credibility of the Organization and the human toll on beneficiaries of assistance in instances of sexual exploitation and abuse require continued emphasis on effective accountability measures. Subject to the necessary consultations, the Secretary-General will be considering proposals to reinforce the existing provisions on expected standards of conduct in the United Nations Staff Rules in connection with acts of sexual exploitation and abuse. Where exceptional circumstances so warrant, the Secretary-General may place staff members on administrative leave without pay pending the completion of the investigation and disciplinary process in instances involving serious misconduct, including sexual exploitation and abuse. Furthermore, in line with paragraphs 59 and 40 of General Assembly resolutions 65/289 and 66/264, respectively, the Secretary-General remains firmly committed to strictly applying the requirement

that no payment be made in respect of individual peacekeepers who have been repatriated for disciplinary reasons, such as violation of the policy of zero tolerance.

35. The Secretary-General is committed to engaging with Member States to ensure adequate penalties in substantiated instances of sexual exploitation and abuse. On the part of the Organization, in the case of military and police personnel, depending on the nature and gravity of the misconduct, measures may extend to immediate repatriation and permanent prohibition from further service. Measures may also be taken against individuals who have a duty to report known allegations of misconduct and fail to do so. Furthermore, service medals may be withheld from uniformed personnel where there are allegations of sexual exploitation and abuse, pending the conclusion of investigations. In those exceptional cases where there is prima facie evidence of widespread or systematic violations by several members of the same contingent or unit, the Secretary-General would consider requesting the repatriation of the contingent or unit concerned.

36. Organizational behaviour and culture is set by the leadership, and the highest standards of performance and of command and managerial accountability must apply. The Secretary-General is determined firmly to ensure effective command and managerial oversight. Observed failures or negligence of duty in this respect will be considered in overall performance evaluations and, depending on the nature, gravity and repetition of such failures, recommendations for the non-extension of service of commanders or for disciplinary measures for managers may be considered by the Organization, as appropriate.

37. Significant progress has been made in strengthening enforcement in substantiated instances of sexual exploitation and abuse and ensuring criminal accountability, as reflected in General Assembly resolutions and the actions of the Secretary-General relating to referrals for national prosecution. Recently, guidance was sent to field missions stressing the requirement to report allegations that may involve criminal conduct to Headquarters and the obligation to cooperate with the host State in carrying out all necessary investigations when alleged misconduct by United Nations officials and experts on mission may amount to a crime. To strengthen the legal framework and to enable accountability in all instances, however, there is a need to bring fresh impetus to the recommendation contained in the 2006 report of the Group of Legal Experts on ensuring the accountability of United Nations staff and experts on mission with respect to criminal acts committed in peacekeeping operations (A/60/980), to the effect that an international convention on criminal accountability of United Nations personnel be adopted. The General Assembly has to date taken short-term measures in its resolutions 62/63 and 63/119 (as read with resolutions 64/110, 65/20, 66/93 and 67/88). The question of elaborating a possible convention remains before the Assembly and, in accordance with resolution 67/88, the matter will be taken up once more during its seventieth session. To ensure meaningful and actionable criminal accountability, it is urgent that Member States adopt such a convention.

## C. Enhanced awareness and advocacy for more responsive protection and assistance to victims of sexual exploitation and abuse

38. Greater accountability calls for improved reporting and complaint-based mechanisms, with assurances of confidentiality, in addition to victim assistance and

support, in particular in paternity cases. There is a need for strengthened coordination of responses among actors at every level in all areas of victim assistance and support and for enhanced outreach to local communities.

39. The Secretary-General intends to promote integrated efforts in programming to ensure that victims of violations committed by United Nations personnel have fair and equal access to assistance and support available at the national level. Remaining closely engaged with inter-agency partners, enhanced integration of approaches between conduct and discipline teams and field missions' substantive components such as rule of law, gender and child protection would help to strengthen legal assistance for victims of sexual exploitation and abuse, including in instances involving paternity claims. It would also open up avenues for the provision of more comprehensive assistance and support to victims.

40. Prevention of sexual exploitation and abuse requires an integrated approach to learning and training, outreach and advocacy. At the global level, there must be greater cooperation with Member States in the development of training tools and materials that better reflect the distinct challenges faced by various categories of personnel according to the nature of service. Integrated mission training centres and public information components at the mission level will work closely with conduct and discipline teams and other substantive field mission components to promote effective approaches to training United Nations personnel in the prevention of sexual exploitation and abuse and in advocacy and outreach to the public and local communities. Learning and training activities will continue to involve experts in gender and women's empowerment, combating sexual violence, child protection and HIV/AIDS education. In addition, missions will undertake to identify local community leaders and non-governmental organizations with whom to conduct training and build a common understanding of sexual exploitation and abuse, together with a sense of collective responsibility in making efforts to prevent it.

41. In furtherance of those efforts, a stocktaking of training and information-sharing materials relating to conduct and discipline, including prevention of sexual exploitation and abuse, was conducted in October 2012. In most peacekeeping missions having conduct and discipline teams, responses showed that induction and refresher training for all personnel on conduct and discipline matters was mandatory, comprehensive and delivered regularly. Such training includes training of trainers and focal points for civilian, military and police personnel. Furthermore, a review of public awareness tools and communication messages across field missions is under way to inform and redesign global advocacy and awareness-raising campaign efforts that will continue to emphasize standards and values but also put a human face to beneficiaries as mothers and fathers, sisters and brothers and daughters and sons of the local community — each and everyone's home community.

42. In its 2012 observations and recommendations on cross-cutting issues related to peacekeeping operations (A/66/718), the Advisory Committee on Administrative and Budgetary Questions requested that an estimate should be made of the annual cost of special measures for protection from sexual exploitation and abuse in peacekeeping operations. An estimate of costs in this regard is only partially possible, given that conduct and discipline teams and the Conduct and Discipline Unit at Headquarters address issues of misconduct overall, inclusive of sexual exploitation and abuse. In 2012, 12 conduct and discipline teams were in place in

peacekeeping and special political missions supported by the Department of Field Support, covering 19 missions and the United Nations Logistics Base at Brindisi, Italy. For the 2012/13 budget year, the cost of all posts for the Conduct and Discipline Unit and conduct and discipline teams is $6,445,456. In addition, 41 general temporary assistance positions remained in various conduct and discipline teams, at a cost of $2,732,628.

43. The cost of training activities could be only estimated. Conduct and discipline issues are addressed in predeployment training and in induction training covered by missions' overall training budgets. Costs of predeployment and induction training are not disaggregated by subject covered. Core predeployment training materials, including those relating to conduct and discipline issues, are generated and updated by the Integrated Training Service as part of its overall programme of work. Such materials are used as the basis for predeployment training by Member States and for the training conducted by the Integrated Training Service civilian predeployment training team located at the United Nations Logistics Base. Predeployment training of uniformed personnel is the responsibility of Member States, which bear the entire cost of training delivery. Induction training and specific training on the prevention of sexual exploitation and abuse are delivered in-mission as part of mission training plans.

## V. Update on inter-agency activities and joint initiatives relevant to protection from sexual exploitation and abuse

44. There has been progress in inter-agency activities and in furthering linkages between the peacekeeping, humanitarian and development communities. Following the recommendations made at the meeting of principals of the Inter-Agency Standing Committee (IASC) held in December 2012, efforts by the leadership of the International Organization for Migration, representing IASC, and the Department of Field Support will be focused on ensuring the highest levels of accountability in relation to protection from sexual exploitation and abuse. Recommendations to be considered include that the IASC Task Force on Protection from Sexual Exploitation and Abuse, comprising focal points of agencies, funds and programmes, jointly with the United Nations Secretariat, submit an annual report to the United Nations System Chief Executives Board for Coordination setting out the status of implementation of joint initiatives. A suggestion also to be discussed is the role of Deputy Special Representatives of the Secretary-General/Resident Coordinators and what is expected of them to keep the required framework of assistance and support services up to date. It is hoped that, with the cooperation of all United Nations actors, this framework will be expanded and maintained and this issue regularly discussed in meetings of the United Nations country team.

45. In 2012, the IASC Task Force continued to provide technical support to implement workplans. Minimum operating standards and implementation guidelines on protection from sexual exploitation and abuse are being adapted for use in the field. A pilot project to establish joint community-based complaint mechanisms on sexual exploitation and abuse is being developed, beginning with Haiti, the Democratic Republic of the Congo and Ethiopia. A workshop to discuss reporting mechanisms, country situations and fundraising for the pilot project was held in Istanbul, Turkey, in November 2012. A DVD, *To Serve with Pride*, is being updated

and will also feature the non-governmental organization perspective and development settings.

46. In addition, a mapping of medical, legal and psychosocial services to support and assist complainants and victims was received from 12 field missions in 2012. The mapping is available on the websites of the Conduct and Discipline Unit and inter-agency task forces[10] and will be updated annually. Some missions have included programmes on reintegration and development, and education and vocational assistance, as relevant.

## VI. Conclusions

47. In peacekeeping and special political missions supported by the Department of Field Support, there is a continued downward trend in the number of allegations reported, notably in 2012 with regard to those involving military personnel. Collaborative efforts between Member States and the Organization, in terms of preventive measures, awareness-raising and training, must account for such positive results. Nevertheless, more can and should be done to protect the people whom the Organization is mandated to serve from acts of sexual exploitation and abuse by United Nations personnel.

48. The Secretary-General has presented herein an enhanced plan of action for strengthened accountability and more efficient response in prevention, enforcement and remedial action for protection from sexual exploitation and abuse. Critical to prevention are the efforts for intensified outreach, training and programme coordination activities at the country level among components in field missions and inter-agency and non-governmental partners, with increased involvement of local communities. Also critical are risk identification, assessment and monitoring activities, which must be made more efficient and pursued in a concerted manner at the local and global levels by all actors concerned.

49. The Secretary-General is determined to take all measures necessary to enforce leadership, managerial and individual responsibility and counts on the commitment of Member States to act in the same manner. Strengthened accountability calls for increased transparency and cooperation. When it comes to those most egregious acts of sexual abuse, the credibility of the United Nations is enhanced when it opens itself up to additional scrutiny, including by making public information in connection with allegations under investigation, the results of those investigations and, when substantiated, accountability measures taken. Due process rights of those accused of committing offences must be respected, while accountability must encompass, where warranted, prosecutions for acts of sexual exploitation and abuse that amount to crimes under national laws. These can be exercised only through national courts, however, and such prosecutions are not always possible in relation to civilian personnel or experts on mission. Accordingly, addressing this issue would require continued action by Member States.

50. Measures are being taken to enable access by complainants to more effective confidential means of reporting allegations. The Department of Field Support has taken steps to ensure that progress in addressing reported allegations is monitored and measured more closely. The time needed to complete investigations, the quality

[10] http://cdu.unlb.org/ and www.pseataskforce.org.

of those investigations and, in instances involving investigations by troop-contributing countries, the sufficiency of information regarding the results of investigations are all issues that will require additional efforts and cooperation between the Organization and Member States, however.

51. Behind the numbers of allegations of sexual exploitation and abuse reported each year there are individuals affected by acts committed by United Nations personnel. The United Nations as a whole is partnering with non-governmental organizations and local actors to take measures to provide immediate support. Issues of compensation, when justified, and in particular the determination of paternity claims and resulting measures for child support are again issues of national competences, however. Facilitating the provision of such support to victims would therefore again warrant action by Member States.

52. **The General Assembly is requested to take note of the present report.**

# Annex I

## United Nations entities requested to provide information on allegations of sexual exploitation and abuse

Department for General Assembly and Conference Management

Department of Economic and Social Affairs

Department of Field Support

Department of Management

Department of Peacekeeping Operations

Department of Political Affairs

Department of Public Information

Department of Safety and Security

Economic and Social Commission for Asia and the Pacific

Economic and Social Commission for Western Asia

Economic Commission for Africa

Economic Commission for Europe

Economic Commission for Latin America and the Caribbean

International Criminal Tribunal for Rwanda

International Residual Mechanism for Criminal Tribunals

International Trade Centre

International Tribunal for the Former Yugoslavia

Joint United Nations Programme on HIV/AIDS (UNAIDS)

Office for Disarmament Affairs

Office for the Coordination of Humanitarian Affairs

Office of Internal Oversight Services

Office of Legal Affairs

Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States

Office of the Secretary-General

Office of the Special Adviser on Africa

Office of the Special Representative of the Secretary-General for Children and Armed Conflict

Office of the United Nations High Commissioner for Human Rights

Office of the United Nations High Commissioner for Refugees

Peacebuilding Support Office

United Nations Children's Fund

United Nations Conference on Trade and Development

United Nations Entity for the Gender Equality and the Empowerment of Women

United Nations Development Programme

United Nations Joint Staff Pension Fund

United Nations Office at Geneva

United Nations Office at Nairobi[a]

United Nations Office at Vienna[b]

United Nations Office for Project Services

United Nations Population Fund

United Nations Relief and Works Agency for Palestine Refugees in the Near East

United Nations University

United Nations Volunteers Programme

World Food Programme

[a] Including the United Nations Environment Programme and the United Nations Human Settlements Programme.

[b] Including the United Nations Office on Drugs and Crime.

# Annex II

## Nature of allegations by entities other than peacekeeping and special political missions supported by the Department of Field Support, for the year 2012

| *Nature of allegation* | *International Criminal Tribunal for Rwanda* | *Office of the United Nations High Commissioner for Refugees* | *United Nations Population Fund* | *United Nations Relief and Works Agency for Palestine Refugees in the Near East* | *World Food Programme* | *Total* |
|---|---|---|---|---|---|---|
| Rape | | | | | | |
| Victim under 18 | – | – | – | – | – | – |
| Victim over 18 | – | 1 | – | – | – | 1 |
| Sex with minors | – | 2 | – | 1 | – | 3 |
| Sexual assault | | | | | | |
| Victim under 18 | – | 1 | – | 5 | – | 6 |
| Victim over 18 | – | – | – | – | – | – |
| Trafficking of persons for sexual exploitation | – | – | – | – | – | – |
| Exchange of money, employment, goods or services for sex | – | 4 | 1 | 1 | – | 6 |
| Solicitation of prostitutes | | | | | | |
| Victim under 18 | – | – | – | – | – | – |
| Victim over 18 | – | – | – | – | – | – |
| Other forms of sexual exploitation and abuse | – | 4 | – | 6 | 1 | 11 |
| Other violations of the provisions of ST/SGB/2003/13 (e.g., false reporting of sexual exploitation and abuse) | 1 | – | – | – | – | 1 |
| **Total** | **1** | **12** | **1** | **13** | **1** | **28** |

# Annex III

## Status of investigations into allegations received in 2012 involving entities other than peacekeeping and special political missions supported by the Department of Field Support

| | | *Status of investigation as at 31 December 2012* | | |
|---|---|---|---|---|
| *Entity* | *Allegations received* | *Unsubstantiated or closed* | *Substantiated or report under review* | *Investigation continuing* |
| International Criminal Tribunal for Rwanda | 1 | – | – | 1 |
| Office of the United Nations High Commissioner for Refugees | 12 | 1 | – | 11 |
| United Nations Population Fund | 1 | – | – | 1 |
| United Nations Relief and Works Agency for Palestine Refugees in the Near East | 13 | 7 | 3 | 3 |
| World Food Programme | 1 | 1 | – | – |
| **Total** | **28** | **9** | **3** | **16** |

# Annex IV

## Allegations by field mission and category of personnel, reported to the Office of Internal Oversight Services in 2012 involving personnel of the Department of Peacekeeping Operations and the Department of Field Support

| *Mission* | *Category of personnel* | *Victim[a]* | *Allegation* | *Status* | *Results* | *Action* |
|---|---|---|---|---|---|---|
| MINURSO | Military contingent | Adult | Exploitation | For information | n/a | Closed |
| MINUSTAH | Military contingent (1) | Adult (2) | Abuse | For information | n/a | Closed |
| MINUSTAH | Military contingent (1) | Adult (1) | Exploitation (paternity) | Troop-contributing country investigation | Pending | Open |
| MINUSTAH | Police formed police unit (1) | Adult (1) | Abuse | United Nations investigation | Pending | Open |
| MINUSTAH | Police (1) | Adult (1) | Exploitation (paternity) | United Nations investigation | Pending | Open |
| MINUSTAH | Police formed police unit (1) | Adult (1) | Exploitation | United Nations investigation | Pending | Open |
| MINUSTAH | Police formed police unit (2) | Minor (1) | Abuse | United Nations investigation | Substantiated | United Nations repatriation<br>Police-contributing country jail and other |
| MINUSTAH | Military contingent (1) | Adult | Exploitation | Troop-contributing country investigation | Unsubstantiated | Closed |
| MINUSTAH | Police (3) | Minor | Abuse | United Nations investigation | Unsubstantiated | Closed |
| MONUSCO | Military contingent | Adult | Exploitation | For information | n/a | Closed |
| MONUSCO | Civilian staff (1) | Adult | Exploitation | For information | n/a | Closed |
| MONUSCO | Civilian staff (1) | Minor (1) | Abuse | For information | n/a | Closed |
| MONUSCO | Civilian Contractor (1) | Minor | Abuse | For information | n/a | Closed |
| MONUSCO | Military contingent | Adult (1) | Exploitation | For information | n/a | Closed |
| MONUSCO | Military contingent (1) | Adult (1) | Abuse | United Nations investigation | Pending | Open |

| *Mission* | *Category of personnel* | *Victim[a]* | *Allegation* | *Status* | *Results* | *Action* |
|---|---|---|---|---|---|---|
| MONUSCO | Civilian United Nations Volunteer (1) | Adult (1) | Exploitation (paternity) | United Nations investigation | Pending | Open |
| MONUSCO | Civilian staff (1) | Adult | Abuse | United Nations investigation | Pending | Open |
| MONUSCO | Civilian United Nations Volunteer (1) | Adult (1) | Exploitation | United Nations investigation | Pending | Open |
| MONUSCO | Civilian staff (1) | Minor (1) | Abuse | United Nations investigation | Pending | Open |
| MONUSCO | Military contingent (1) | Adult (1) | Exploitation | United Nations investigation | Pending | Open |
| MONUSCO | Civilian Contractor (1) | Adult (1) | Exploitation | United Nations investigation | Pending | Open |
| MONUSCO | Civilian Contractor (1) | Minor (1) | Abuse | United Nations investigation | Pending | Open |
| MONUSCO | Civilian United Nations Volunteer (1) | Adult (1) | Exploitation | United Nations investigation | Pending | Open |
| MONUSCO | Civilian Contractor (1) | Adult (1) | Exploitation (paternity) | United Nations investigation | Pending | Open |
| MONUSCO | Civilian staff (1) | Minor (1) | Abuse | United Nations investigation | Pending | Open |
| MONUSCO | Military contingent (1) | Adult (1) | Exploitation (paternity) | United Nations investigation | Pending | Open |
| MONUSCO | Civilian staff (1) | Adult (1) | Exploitation | United Nations investigation | Pending | Open |
| MONUSCO | Civilian national staff (1) | Minor (2) | Abuse | United Nations investigation | Pending | Open |
| MONUSCO | Military contingent (3) | Adult (1) | Abuse | Troop-contributing country investigation | Substantiated | Pending |
| MONUSCO | Military contingent (3) | Adult (2) | Exploitation | Troop-contributing country investigation | Unsubstantiated | Closed |
| MONUSCO | Civilian national staff (1) | Minor (1) | Abuse | United Nations investigation | Unsubstantiated | Closed |
| MONUSCO | Police formed police unit (2) | Adult (1) | Abuse | United Nations investigation | Unsubstantiated | Closed |

| *Mission* | *Category of personnel* | *Victim[a]* | *Allegation* | *Status* | *Results* | *Action* |
|---|---|---|---|---|---|---|
| MONUSCO | Military observer (1) | Adult (1) | Exploitation | United Nations investigation | Unsubstantiated | Closed |
| MONUSCO | Police (1) | Adult | Abuse | United Nations review | Unsubstantiated | Closed |
| UNAMA | Civilian staff (1) | Minor | Abuse | For information | n/a | Closed |
| UNIOGBIS | Civilian staff | Minor | Abuse | For information | n/a | Closed |
| UNISFA | Civilian staff (1) | Minor | Abuse | United Nations investigation | Pending | Open |
| UNMIL | Civilian staff (1) | Adult | Exploitation | For information | n/a | Closed |
| UNMIL | Military contingent | Adult | Exploitation | Troop-contributing country investigation | Pending | Open |
| UNMIL | Military contingent (1) | Adult (1) | Exploitation | Troop-contributing country investigation | Pending | Open |
| UNMIL | Civilian staff (1) | Adult (1) | Exploitation | United Nations investigation | Pending | Open |
| UNMIL | Civilian staff (1) | Adult | Exploitation | United Nations investigation | Pending | Open |
| UNMIL | Military contingent | Minor | Abuse | United Nations investigation | Pending | Open |
| UNMIL | Civilian contractor (1) | Adult (1) | Exploitation | United Nations investigation | Pending | Open |
| UNMIL | Civilian staff (1) | Adult (2) | Exploitation | United Nations investigation | Pending | Open |
| UNMIL | Military contingent (1) | Minor (2) | Abuse | Troop-contributing country investigation | Substantiated | United Nations repatriation<br>Troop-contributing country jail and other |
| UNMISS | Civilian staff (1) | Adult (2) | Exploitation | For information | n/a | Closed |
| UNMISS | Unidentified | Adult | Exploitation | For information | n/a | Closed |
| UNMISS | Civilian staff | Adult | Exploitation | For information | n/a | Closed |

| *Mission* | *Category of personnel* | *Victim*[a] | *Allegation* | *Status* | *Results* | *Action* |
|---|---|---|---|---|---|---|
| UNMISS | Civilian staff | Adult | Exploitation | United Nations investigation | Pending | Open |
| UNMISS | Civilian contractor (1) | Adult (1) | Abuse | United Nations investigation | Pending | Open |
| UNMISS | Civilian staff | Minor (1) | Abuse | United Nations investigation | Pending | Open |
| UNMISS | Civilian staff (1) | Adult | Exploitation | United Nations investigation | Pending | Open |
| UNMISS | Military observer (1) | Adult (1) | Exploitation | United Nations investigation | Pending | Open |
| UNMISS | Civilian national staff (1) | Adult (1) | Exploitation | United Nations investigation | Pending | Open |
| UNMIT | Police (1) | Adult (1) | Exploitation (paternity) | United Nations investigation | Pending | Open |
| UNMIT | Police (1) | Adult (1) | Abuse | United Nations investigation | Pending | Open |
| UNOCI | Military contingent (2) | Minor (2)<br>Adult (1) | Abuse | Troop-contributing country investigation | Pending | Open |
| UNOCI | Military contingent | Minor (2) | Abuse | Troop-contributing country investigation | Unsubstantiated | Closed |
| UNOCI | Civilian national staff (1) | Minor (1) | Abuse | United Nations investigation | Unsubstantiated | Closed |

*Abbreviations*: MINURSO, United Nations Mission for the Referendum in Western Sahara; MINUSTAH, United Nations Stabilization Mission in Haiti; MONUSCO, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo; UNAMA, United Nations Assistance Mission in Afghanistan; UNIOGBIS, United Nations Integrated Peacebuilding Office in Guinea-Bissau; UNISFA, United Nations Interim Security Force for Abyei; UNMIL, United Nations Mission in Liberia; UNMISS, United Nations Mission in South Sudan; UNMIT, United Nations Integrated Mission in Timor-Leste; UNOCI, United Nations Operation in Côte d'Ivoire.

[a] The number of individuals involved is indicated in parentheses, when available.